OVERVIEW
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Management Board of Cabinet

OPS Management Series

The Cabinet and Central Agencies: Roles and Responsibilities

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Introduction

The task of coordinating government departments, and more recently government ministries, has traditionally been the role of Cabinet, in a Parliamentary democracy. Cabinet represents the central decision-making body of the executive arm of government.

As the tasks of governing and administering the public service have become more complex, the need has arisen for Cabinet to organize a series of committees of Cabinet and central agencies of government to coordinate policy-making and administration among the various ministries.

In 1971, the Committee on Government Productivity recommended a number of reforms to the structure of the Ontario Government, many of which formed the basis for the current organization of Cabinet committees, central agencies, and ministries.

Among the newly created coordinating mechanisms at that time were: the grouping of ministries into policy fields and the establishment of the corresponding Cabinet Committees on Justice, Social Development, and Resources Development and their Secretariats; the Policy and Priorities Board of Cabinet, and the transformation of Treasury Board into the Management Board of Cabinet. These, together with the Cabinet Office, Office of the Premier, Legislation Committee, Regulations Committee, Special Purpose Committees, Civil Service Commission and the Ministry of Treasury and Economics comprise the Cabinet Committees and central agencies of the Ontario Government.

Other ministries, such as Northern Affairs, Energy, Intergovernmental Affairs, and Government Services, provide central coordination or service functions, but are not described as central agencies in this booklet.

The central agencies of the Ontario Government are charged with the mandate of coordinating and managing government activity. Each working within its own sphere of responsibility, they are linked in the common purpose of supporting the Cabinet. Figure 1 traces the sequential involvement of a ministry proposing a new policy initiative with the central agencies which share responsibility in the decision-making process.

This booklet describes the purpose, structure, and principal functions of each Cabinet Committee and central agency of the government and indicates how

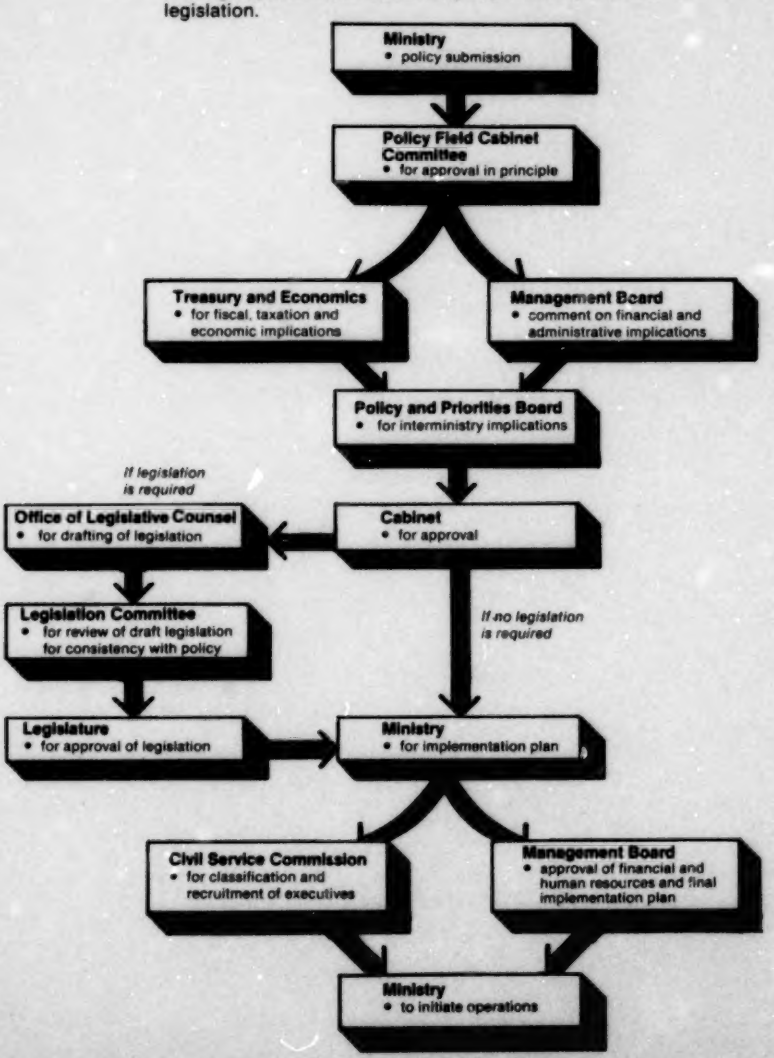
each is linked to others in the various decision-making and administrative processes.

The booklet is intended as a reference and guide for public service managers. Through a greater understanding of the roles and responsibilities of the central agencies and of their relationship to each other and to ministries, managers can increase their effectiveness in providing policy advice and managing the delivery of services.

Some of the Committees and Central Agencies such as the Management Board, the Board of Industrial Leadership and Development, and the Civil Service Commission, publish annual or periodic reports which describe their initiatives and functions in more detail. These publications are available from the respective Committee or Agency.

Figure 1 **Typical Policy and Implementation Approval Process**

The Diagram shows the steps in the normal decision-making process for a typical policy proposal which involves: a new policy; a new program set up to deliver the policy; financial and staffing implications; interministry implications; and new legislation.


Ministry
• policy submission
Policy Field Cabinet Committee
• for approval in principle
Treasury and Economics
• for fiscal, taxation and economic implications
Management Board
• comment on financial and administrative implications
Policy and Priorities Board
• for interministry implications
If legislation is required
Office of Legislative Counsel
• for drafting of legislation
Cabinet
• for approval
Legislation Committee
• for review of draft legislation for consistency with policy
If no legislation is required
Legislature
• for approval of legislation
Ministry
• for implementation plan
Civil Service Commission
• for classification and recruitment of executives
Management Board
• approval of financial and human resources and final implementation plan
Ministry
• to initiate operations

Cabinet

Purpose

Cabinet exists in law as the Executive Council of the Province of Ontario. Through long-standing constitutional convention, usage, and prerogatives of the Crown, it is the executive and policy decision-making authority of the Government. As such, it is ultimately accountable to the Legislature and the people of Ontario for the policy, programs, and administration of the Government.

In addition to its role as Executive Council, Cabinet serves the party in power through the development of policy that is consistent with the party's philosophy. Since the focus of this booklet is on the executive role of the central agencies, this political role of Cabinet will not be discussed further here.

Structure

Cabinet is at the apex of the Government's organization structure. All Ministers are members, and one presides as Chairman of Cabinet. Cabinet is supported in its administrative role by a number of standing and special-purpose Cabinet committees. Chief among these are the Policy and Priorities Board, Cabinet committes in each of the three policy fields, and the Management Board of Cabinet. These committees and the various special-purpose committees recommend courses of action to Cabinet in respect of matters for which they are responsible. *(The committees that serve Cabinet are described in later sections of this booklet.)*

Staff support to Cabinet is provided by the Cabinet Office *(also discussed later)*.

Functions

The key functions of Cabinet are:

- to set the broad direction and priorities of the Government;
- to decide the content of the Speech from the Throne and of the Government's legislative programs for each session;
- to make global decisions on the budget and on manpower requirements for each fiscal year;
- to decide all key matters of public and program policy; and
- to deal with all matters requiring the approval of the Lieutenant Governor in Council, including certain regulations.

Links with Other Central Agencies

Cabinet by its very nature relates to all ministries and central agencies of the Government. It brings together matters of policy and administrative concerns at the highest level of decision-making in the Government.

Cabinet Office

Purpose

The Cabinet Office provides staff support to Cabinet and its committees. In this capacity, it ensures the smooth operation of Cabinet and Cabinet committee processes; it provides liaison with the Lieutenant Governor for such matters as the execution of formal government documents, swearing-in ceremonies for Ministers and oaths of office for other senior officials, and the processing of Special Warrants for expenditures; it generates policy and program ideas; and it responds to policy proposals put forward by ministries for Cabinet consideration.

Structure

The Cabinet Office is headed by the Secretary of the Cabinet, who is also Clerk of the Executive Council. The Office has two main sections: a policy section under the Secretary of the Policy and Priorities Board, and an operations section under the Associate Secretary of Cabinet for Operations. Although staff are assigned specific responsibilities in one area or the other, there is considerable flexibility within the organization to accommodate the needs of Cabinet and its committees.

Functions

The policy functions of the Office are:

- to undertake expenditure reviews, coordinate the allocation process, and assist the Ministry of Treasury and Economics in developing the annual budget;
- to review legislative proposals and decisions and draft the legislative program in consultation with the Government House Leader and individual Ministers;
- to prepare the Speech from the Throne with input from Ministers;
- to prepare the Prorogation Speech for the end of a session of the Legislature;
- to make briefing arrangements for the Premier for Cabinet meetings;
- to analyze submissions, brief committee chairmen, prepare the agenda for each committee meeting, and prepare committee reports and recommendations to Cabinet for policy field committees and ad hoc committees of Cabinet; and

- to provide staff support to the Policy and Priorities Board.

The Office's operational functions are:

- to arrange Cabinet meetings;
- to prepare the agenda for Cabinet meetings, record discussions, and prepare and distribute Cabinet minutes;
- to provide document services for Cabinet and its committees, including distribution of submissions, and organization and indexing of all Cabinet records;
- to research and retrieve information for ministries;
- to monitor implementation of political commitments and commitments made in the Speech from the Throne;
- to make arrangements for delegations to Cabinet, and to coordinate responses when required;
- to process Orders In Council for Cabinet approval, submission to the Lieutenant Governor, distribution, and indexing;
- to process regulations for the Regulations Committee and Cabinet, submit them to the Lieutenant Governor for signature, and provide liaison with the Registrar of Regulations;
- to organize ceremonial activities, such as swearing-in procedures for a change of Government or a change of Ministers;
- to provide liaison with the Lieutenant Governor, the Speaker, the Clerk of the House, and the Government House Leader in respect of matters related to ongoing and future sessions of the Legislature;
- to provide liaison with the Management Board of Cabinet and the Ministry of Treasury and Economics;
- to coordinate and process work for answers to questions in the House, and to table reports, Estimates, Special Warrants, Supplementary Estimates, and petitions to the House;
- to certify Cabinet approval for major borrowings by the Treasurer and certify records for court purposes;
- to provide liaison with the Board of Internal Economy of the Legislature;
- to review draft legislation for Cabinet, private members' public bills, and petitions to Cabinet for the Legislation Committee of Cabinet;
- to undertake administration of the Cabinet Office; and
- to provide liaison with the Chief Elections Officer regarding elections and by-elections.

Links with Other Central Agencies

The Cabinet Office works closely and continuously with all other central agencies. In particular, it provides staff support to most Cabinet committees.

Office of the Premier

Purpose

The Office of the Premier serves the Premier in his roles as the First Minister of Cabinet and President of the Executive Council, the leader of the Government and its chief legislative spokesman, and the elected representative of his constituents. Of these three roles, the Office is concerned mainly with the last two, while maintaining a functional relationship with the Cabinet Office as it assists the Premier in his Cabinet and Executive council responsibilities.

Structure

The range, complexity, importance, and sometimes urgency of the issues and problems that flow from the Premier's mandate as Government leader require that his Office have a flexible structure. Flexibility is achieved through the distribution of specialized assignments in a "flat" organizational pattern. There are two basic sections in the Office which provide for administrative accountability and policy direction.

The Office is headed by the Deputy Minister, Office of the Premier, who is also the Secretary of the Cabinet. This merging of responsibilities into a single position facilitates the functional relationship between the Cabinet Office and the Premier's Office.

Functions

The Office of the Premier provides advisory support on policy matters and administrative support services to the Premier.

The principal advisory functions are:

- to provide the principal link between the Premier and all ministries and the major policy committees;
- to coordinate government processes consequent to the establishment of policy (for example, by maintaining a primary role in the areas of intergovernmental relations, information policy, and the nomination of key public servants and agency heads); and
- to provide input to the Government's legislative program, long-term strategy, and program priorities.

The principal service functions are:

- to budget the Premier's time;
- to schedule and complete travelling arrangements;
- to maintain relations with the communications media;
- to write speeches and statements;
- to brief the Premier daily on legislative matters;
- to receive and keep a record of mail, and prepare replies;
- to handle invitations and appointment requests;
- to assist with constituency matters;
- to maintain liaison with caucus members;
- to deal with inquiries from the public and from special interest groups; and
- to receive delegations and unscheduled visitors.

Policy and Priorities Board and Policy and Priorities Board Secretariat

Purpose

The Board's purpose is to develop, review, coordinate, and advise on policy and priorities relating to: the Government's long-term and short-term goals in relation to the social and economic needs of the province; general budgetary and fiscal policy and priorities among expenditure and transfer payment programs; recommendations submitted by policy field Cabinet committees; program proposals and other matters referred to the Board; the periodic reappraisal of existing programs; and intergovernmental relations. Like other Cabinet committees, the Board does not make decisions on policy, but recommends courses of action to Cabinet.

Structure

The Board is chaired by the Premier and its members are the Deputy Premier, the Treasurer, the Chairman of the Management Board of Cabinet, the Provincial Secretaries of the three policy fields and the Minister of Intergovernmental Affairs.

The Board is served by the Committee of Advisors (consisting of the Deputy Ministers of the member agencies) and a small secretariat of senior civil servants in the Cabinet Office. The Committee of Advisors meets before each Board meeting to review and discuss agenda items and to review ministry submissions to be presented at the meeting. The Policy and Priorities Board Secretariat staffs meetings and prepares briefing notes and reports of meetings.

Functions

The key functions of the Board are:

- to coordinate the annual resource allocation (financial and manpower) process;
- to make preliminary and final recommendations on field and ministry allocations;
- to consider major policy issues;
- to serve as a policy field for general government ministries dealing with government-wide issues such as customer service, regulatory reform and French-language services;

- to initiate activities such as policy reviews; and

- to deal with issues affecting municipalities, other provincial governments and the federal government.

The key functions of the Secretariat are:

- to design and coordinate the annual expenditure allocation process and related economic and fiscal issues;

- to develop policy proposals;

- to provide data, comments, questions, and identification of significant underlying policy issues to Cabinet members on issues before the Board;

- to coordinate the articulation of broad government policy (for example, the Customer Service policy).

Links with Other Central Agencies

The Policy and Priorities Board, through its membership, links all the central agencies that have responsibility for policy development and administration. The Board is a final policy review body for most major policy issues prior to full Cabinet consideration. The Board often refers items to Management Board for consideration of financial, manpower, and administrative implications.

Cabinet Committee on Justice and Provincial Secretariat for Justice

Purpose

The Cabinet Committee on Justice reviews justice policy issues and proposals before they are presented for Cabinet consideration; coordinates interministry activity within the justice policy field and with other policy fields, central agencies, and the federal government; and ensures appropriate policy and program development in interministry areas for the field.

Structure

The Committee is a policy subcommittee of Cabinet for the justice ministries: Consumer and Commercial Relations, Correctional Services, the Solicitor General, and the Attorney General. The Provincial Secretary for Justice is the Committee Chairman, and Deputy Ministers of member ministries participate in Committee meetings.

The Provincial Secretary is supported by a small secretariat, which assists with policy development, coordination, and liaison across justice ministries and, where appropriate, across policy fields.

Functions

The Committee's functions are:

- to consider and recommend action to the Policy and Priorities Board, the Management Board of Cabinet, Cabinet, or other appropriate bodies with respect to justice policy issues;
- to identify current and emerging policy issues and ensure that these are given appropriate consideration by the ministries concerned;
- to recommend allocation of funds among ministries of the justice field;
- to receive delegations from the public on justice issues; and
- to coordinate field input to the Speech from the Throne.

The key functions of the Secretariat are:

- to review and analyze policy submissions from ministries in the justice field;
- to encourage interministerial collaboration on broad-based justice issues that have major policy implications;

- to coordinate policy field input to the expenditure allocation process and set priorities each year for major accommodation projects for field ministries;

- to coordinate and provide liaison regarding initiatives of concern to the Cabinet Committee on Justice that do not fall specifically within the mandate of one ministry;

- to provide leadership in interministry committees of officials and develop policy and implementation plans to address justice issues that cut across ministry and/or policy field boundaries;

- to prepare and disseminate to the public educational material on justice issues;

- to assist or provide leadership in improving justice services for disadvantaged groups;

- to organize consultation between governments and outside groups in order to share information and develop policy alternatives for justice issues;

- to analyze statistical trends relating to crime for the purpose of forecasting resource needs in the justice field.

- to commission research on broad-based justice issues;

- to represent the justice field on government and federal-provincial committees; and

- to coordinate field responses to provincial and federal initiatives.

Links with Other Central Agencies

The Provincial Secretary for Justice, along with the other Provincial Secretaries, is a member of the Policy and Priorities Board and of the Management Board of Cabinet.

The Secretariat staff consult other central agency staff as required for planning and joint problem-solving. Other central agencies comment on the implications of justice policy proposals intended to be put before Cabinet. Similarly, Secretariat staff prepare comments on the implications for the justice ministries of proposals put forward by other central agencies and policy fields.

The committee secretary who prepares agenda and minutes is provided by Cabinet Office.

Cabinet Committee on Resources Development and Provincial Secretariat for Resources Development

Purpose

The Cabinet Committee on Resources Development reviews resources policy issues and proposals before they are presented for Cabinet consideration; coordinates interministry activity within the resources development policy field and with other policy fields, central agencies, and the federal government; and ensures appropriate policy and program development in interministry areas for the field.

Structure

The Committee is a policy subcommittee of Cabinet for the resource ministries: Agriculture and Food, Energy, the Environment, Industry and Trade, Labour, Municipal Affairs and Housing, Natural Resources, Tourism and Recreation, Transportation and Communications, and Northern Affairs. The Committee is chaired by the Provincial Secretary for Resources Development.

The Provincial Secretary is supported by the Committee of Resources Deputy Ministers. These Deputies review The Committee's agenda as well as review issues of concern for the field, issues facing individual ministries, and the direction of policy development for the field. As well, the Provincial Secretary is assisted by two secretariats: one that deals with issues related to resources development, and one that focusses on native affairs, which is a corporate responsibility of the Provincial Secretary for Resources Development.

Functions

The functions of the Committee are:

- to consider and recommend action to the Policy and Priorities Board, the Management Board of Cabinet, Cabinet, or other appropriate bodies with respect to issues emanating from ministries in the resources development field;
- to identify current and emerging policy issues and ensure that these are given appropriate consideration by the ministries concerned;
- to recommend allocation of funds among resources development ministries in the field;

- to receive delegations from the public on resources development issues; and

- to coordinate field input to the Speech from the Throne.

The functions of the Secretariat for Resources Development are:

- to provide linkages between ministries, principally those in the resources development policy field but also other ministries throughout the government;

- to facilitate the development of links with other levels of government on resource issues;

- to encourage interministerial collaboration on broad policy issues that have long-range implications;

- to organize and develop implementation policies and programs for the resolution of multi-ministry issues;

- to coordinate the annual budgetary and manpower plans of field ministries;

- to set priorities each year for major accommodation projects for field ministries;

- to provide support to the Cabinet Committee on Resources Development and to the Provincial Secretary as a member of other Cabinet bodies, such as the Policy and Priorities Board, the Management Board, and the Board of Industrial Leadership and Development, through policy analysis of proposals to these committees; and

- to maintain policy liaison with the Niagara Escarpment Commission which reports through the Provincial Secretary for Resources Development.

The functions of the Secretariat for Native Affairs are:

- to develop Ontario corporate policy on native affairs;

- to coordinate interministerial policy development on native affairs;

- to coordinate corporate communications, negotiations (including tripartite negotiations), and mediation processes with native organizations, Indian Bands, federal and other provincial governments, and personal and corporate entities; and

- to monitor policies of line ministries that affect Ontario's native peoples.

Links with Other Central Agencies

The Provincial Secretary for Resources Development is a member of the Policy and Priorities Board and the Management Board of Cabinet, as are the Provincial Secretaries of the other policy fields. The Resources Development Secretary is also a member of the Board of Industrial Leadership and Development, and Chairman of the Cabinet Committee on Native Affairs.

Secretariat staff have specific liaison responsibilities with other central agencies. They consult other policy field Secretariats on issues of common concern. They also seek formal comments from the Management Board Secretariat and the Ministry of Treasury and Economics regarding the administrative and financial implications of policy recommendations that are under consideration by the Cabinet Committee.

The committee secretary who prepares agenda and minutes is provided by Cabinet Office.

Cabinet Committee on Social Development and Provincial Secretariat for Social Development

Purpose

The Cabinet Committee on Social Development reviews social policy issues and proposals before they are presented for Cabinet consideration; coordinates interministry activity within the social development policy field and with other policy fields, central agencies, and the federal government; and ensures appropriate policy and program development in interministry areas for the field.

Structure

The Committee is a policy subcommittee of Cabinet for the Social ministries: Health, Community and Social Services, Citizenship and Culture, Education, Colleges and Universities, and Northern Affairs. The Committee is chaired by the Provincial Secretary for Social Development.

The Provincial Secretary is supported by a secretariat that is organized into two main groups: policy and operations. These groups are served by a communications and an administration group.

Functions

The functions of the Committee are:

- to consider and recommend action to the Policy and Priorities Board, the Management Board of Cabinet, Cabinet, or other appropriate bodies with respect to issues emanating from ministries in the social development field;
- to identify current and emerging policy issues and ensure that these are given appropriate consideration by the ministries concerned;
- to recommend allocation of funds among social development ministries in the field;
- to receive delegations from the public on social issues; and
- to coordinate field input to the Speech from the Throne.

The Secretariat's policy functions are:

- to identify policy issues of interministerial concern;
- to assist in policy liaison and coordination among ministries and policy fields;

- to undertake strategic long-range planning;
- to participate in or lead task force or special project groups that are established to deal with specific problems or client groups;
- to coordinate the annual budget allocation in the field for presentation to the Policy and Priorities Board;
- to set priorities each year for major accommodation projects for field ministries;
- to participate in public seminars, conferences, and meetings on broad social issues;
- to provide policy liaison to the Secretariat's three Advisory Councils (on the Status of Women, the Physically Handicapped, and Senior Citizens) and to place the Councils' concerns before the appropriate ministries;
- to disseminate information on policy issues through topical newsletters or pamphlets;
- to act as the lead ministry on certain issues;
- to act as the coordinating ministry for special projects;
- to coordinate field responses to external reports or requests; and
- to follow up the Speech from the Throne.

The Secretariat's operational functions are:

- to maintain three internal secretariats with responsibilities related to special groups in society: the Ontario Youth Secretariat (which is responsible for youth-related policy issues and youth-oriented programs and events), the Secretariat for Disabled Persons (which provides information and policy coordination for individuals who have mental or physical disabilities), and the Ontario Seniors Secretariat (which provides information and policy coordination for seniors); and
- in addition, the Secretariat has three independent advisory Councils: Seniors, Physically Handicapped and Status of Women; these provide advice from a cross section of citizens on respective topic areas and publicize issues of concern. The Secretariat provides administrative and staff support.

Links with Other Central Agencies

The Provincial Secretary for Social Development is a member of the Policy and Priorities Board and the Management Board of Cabinet which include the Provincial Secretaries of the other policy fields. It is in these forums that the views of all policy fields are brought together.

The staff of the Secretariat work with the Secretariats in the other policy fields on issues of common concern. In addition, they consult the Ministry of Treasury and Economics and the Management Board Secretariat on the financial and administrative implications of policy recommendations before these are presented to Cabinet.

The committee secretary who prepares agenda and minutes is provided by Cabinet Office.

Legislation Committee

Purpose

The Legislation Committee ensures that draft legislation is consistent with previously approved policy before it is given final approval by Cabinet for introduction in the Legislature.

Structure

The Committee is a Cabinet committee whose membership consists of six Cabinet Ministers. Staff support is provided by the Cabinet office.

Functions

The Committee's functions are:

- to review draft legislation before it is submitted for Cabinet consideration, taking into account the comments of other central agencies and ministries;
- to review bills and motions appearing on the Order Paper as private members' business to be debated; and
- to discuss petitions to Cabinet, such as appeals against decisions of the Ontario Municipal Board or the Ontario Highway Transport Board, before Cabinet makes a decision on the matter.

Regulations Committee

This Committee reviews all regulations requiring Lieutenant Governor in Council approval prior to concurrence by Cabinet and submission for signature by the Lieutenant Governor.

The Committee is made up of parliamentary assistants and is chaired by a Cabinet Minister. It is not, however, a Cabinet Committee. Staff support is provided by Cabinet Office.

Other Cabinet Committees

Committee on Federal-Provincial Relations

This committee advises the Government concerning appropriate strategies and initiatives related to confederation, national unity, and significant issues of intergovernmental relations. It is chaired by the Premier.

Committee on Emergency Planning

This committee provides problem-solving capability involving coordination of Government efforts to meet emergencies (e.g. provincial security problem). It is chaired by the Solicitor General.

Board of Industrial Leadership and Development

The Board (known as B.I.L.D.) consolidates and coordinates the Government's economic development effort, provides a focus for economic liaison with the Federal Government and ensures maximum participation and support for Ontario's development initiatives. The Board is responsible for Ontario's industrial leadership program. It is chaired by the Treasurer.

Committee on Native Affairs

This committee coordinates the Government's position on all matters involving native people in Ontario and for all dealings with other governments and organizations. Staff support is provided by the Secretariat for Native Affairs, and the Committee is chaired by the Provincial Secretary for Resources Development.

Committee on Race Relations

This committee receives reports from the race relations program commissioner, and directs and coordinates the Government's policies on all matters involving race relations. It is chaired by the Attorney General.

Other Special Purpose Cabinet Committees

From time to time, special purpose committees of Cabinet are established, such as: the Cabinet Committee on Municipal Assessment Tax and Grant-Stabilization; Ontario's Bicentennial Commission; and the Cabinet Committee on Manpower.

Management Board of Cabinet and Management Board Secretariat

Purpose

The Management Board performs the overall general management function for the Ontario Government. The Board is the agent of Cabinet responsible for ensuring that the government's programs are managed appropriately. It is responsible for ensuring probity, prudence, integrity and efficiency in the conduct of government business. It controls government expenditures, establishes overall management, technological and administrative policies and fulfills the role of employer for the government.

Its activities are supported by two central agencies:

- The Management Board Secretariat develops guidelines for government-wide management practices, develops administrative policies, administers the annual estimates process, co-ordinates program implementation, monitors expenditures and program results and provides advice to Cabinet and its committees on a range of financial, program and administrative matters.

- The staff of the Civil Service Commission develop corporate personnel policies and standards, are responsible for collective bargaining and staff relations advice to ministries, and provide government-wide personnel services including staff development and executive classification and recruitment. They provide advice to ministries in all personnel matters which have been delegated to the ministries. *(The Commission is described in greater detail on pp. 26-28.)*

Structure

Membership on the Management Board of Cabinet varies. It consists of six to eight Cabinet Ministers headed by a Chairman and Vice-Chairman. The Management Board as a rule meets weekly to consider matters associated with the efficient and effective implementation of government programs and utilization of government resources.

The Chairman of the Management Board is the Minister responsible for both the Civil Service Commission staff and the Management Board Secretariat.

Management Board Secretariat organization consists of:

- The Programs and Estimates Division which handles all results and expenditure related matters;

- Two branches — Management Policy and Management Technology which handle policy development work and advice to the Board on Ministry requests in their policy areas.

Functions

The functions of the Board are:

- to coordinate the implementation of programs sanctioned or provided for by the Legislature;
- to direct the preparation and review of forecasts, estimates, and analyses of revenues, expenditures, commitments, and other data pertaining to authorized or proposed programs and to assess the results thereof in terms of efficient and effective use of resources;
- to control expenditures of public money within the amounts appropriated or otherwise provided for by the Legislature;
- to approve staff establishments and the executive organization structure of each ministry in the Public Service;
- to establish, prescribe, or regulate such administrative policies and procedures as the Board considers necessary for the prudent and economic operation of the public service;
- to initiate and supervise the development of management practices and systems for the efficient operation of the Public Service; and
- to report to the Executive Council on any other matter concerning general administrative policy in the Public Service that is referred to it by the Executive Council or on which the Board considers it desirable to report to the Executive Council.

The Secretariat's policy development functions are:

- to develop administrative policies with respect to such matters as employee expense accounts, purchase of goods and services, use of accommodation, and control of moveable assets;
- to develop policies regarding procurement and use of management consulting, technical consulting, systems development, data processing, records management, and communications services;
- to develop policies for the administration and control of government agencies;
- to develop and recommend policies on expenditures and expenditure controls;
- to review and recommend manpower control policies;
- to develop guidelines for the implementation of Managing by Results in ministries;
- to develop government-wide visual identity policy, so as to ensure uniform symbology throughout the government organization;
- to investigate new administrative techniques which have the potential to improve the management of government resources; and
- to foster development of a management philosophy and management standards.

The Secretariat's operational functions related to resources and results are:

- to coordinate the preparation and presentation of the Estimates and Supplementary Estimates;
- to prepare the review of expenditure and manpower forecasts used in the resource allocation process;
- to monitor the use of government resources in the delivery of programs;
- to monitor the adherence of ministries to the Government's manpower control policy;
- to review and analyze ministry submissions to the Management Board and make recommendations on them to the Board;
- to examine the financial, manpower, and administrative implications of policy and program proposals (on behalf of the policy field Cabinet committees and the Policy and Priorities Board), as well as new or revised legislation, regulations, and Orders In Council;
- to recommend and process Special Warrants and issue Management Board Orders in certain situations where funds appropriated are insufficient or the House is not in session; and
- to provide assistance to ministries in the application of Managing By Results and related management processes.

With respect to administrative and management practices, the Secretariat's operational functions are:

- to provide advice to the Management Board on organizational proposals, including the creation of senior management positions, the organizational implications of new policies and programs, and the use of consultants for organization studies;
- to promote policies that provide for organizational effectiveness across the Public Service;
- to provide advice to the Management Board regarding the establishment of new agencies, review memoranda of understanding between agencies and ministries and coordinate "sunset reviews" of agencies;
- to provide advice to the Management Board on systems development, data processing, records management, and communications services;
- to provide advice to the Management Board regarding requests for approval of management consulting and technical consulting contracts;
- to publish, distribute, and maintain Volume I of the Manual of Administration;
- to maintain the Manual of Visual Identity;
- to encourage improvement of management practices in ministries and provide a vehicle for sharing management information among ministries; and
- to disseminate documentation of the approved management philosophy and management standards throughout the public service.

Links with Other Central Agencies

The Chairman of the Management Board is a member of the Policy and Priorities Board.

The Management Board Secretariat works in close cooperation with the Cabinet Office, the Ministry of Treasury and Economics, and the Secretariats in the three policy fields, to provide input to the resource allocation process. It assists the Ministry of Treasury and Economics in monitoring expenditures and recommending corporate financial control and reporting policies.

Secretariat staff also work with the staff of the Civil Service Commission in making recommendations to the Management Board with respect to executive organization, classification, and appointments.

The Secretariat consults the Ministry of Government Services on the development of administrative policies regarding accommodation, common services, and technology development. It also reviews the Government's annual accommodation plan prepared by the Ministry.

As well, the Secretariat provides comments to the policy field Secretariats and Cabinet committees on the financial, administrative, and manpower implications of policy proposals.

Civil Service Commission

Purpose

The Civil Service Commission and its staff provide corporate personnel policies, programs, and service that, in conjunction with effective leadership and mangement throughout the Ontario Public Service, will result in a proficient and committed workforce to implement government policies and programs. The Commission's activities are aimed at supporting the merit principle and other concepts of public service, the Government's stated policies and priorities, and the responsible use of public funds. The Commission is also responsible for the administration of the Public Service Act.

Structure

The Commission includes both a board of commissioners (as established under the Public Service Act) and staff. The staff work not ony for the Commission on matters provided for in the Public Service Act, but also for the Chairman of the Management Board of Cabinet on other personnel matters governed by the Crown Employees Collective Bargaining Act. The Chairman of the Commission is also the Deputy Minister responsible for the staff.

The Commission staff comprise the central personnel agency of the Government. As such, they retain control of the policy-making function of human resource management but delegate much of the actual personnel administration to ministries. Policies are approved by the Commissioners unless they have major financial or administrative implications or require an Order in Council for implementation, in which case they are reviewed by the Management Board and approved by Cabinet. The staff are organized into the following divisions/branches: Senior Appointments and Compensation, Staff Development, Recruitment, Staff Relations, Compensation, Personnel Audit, and Administrative Services.

Functions

The Commissioners' functions are:

- to ensure the continuance of the concepts of public service such as: the merit principle, equitable treatment, appropriate pay and benefits; and
- to oversee ministry personnel administration to ensure that it conforms to the provisions of the Public Service Act.

The policy functions of the staff are:

- to develop and maintain recruitment policy, including policy on the attraction and selection of candidates, conditions of appointment, temporary leaves of absence, separation, lay-off, and recall;
- to develop policies governing training and development of staff, including performance appraisal and manpower and career planning;
- to develop policy and provide advice on all aspects of compensation for public servants, including development of the classification system and policies on pay and benefits;
- to develop policy on discipline and other employee relations matters; and
- to develop policy and carry out all personnel administration relating to staffing, compensation, and development of executives.

The operational functions of the staff are:

- to operate Government of Ontario temporary services;
- to develop service-wide classification standards;
- to classify key positions in all classifications and monitor ministry classification activities;
- to develop pay proposals in line with market conditions and internal relationships;
- to negotiate with the Ontario Public Service Employee Union and the Ontario Provincial Police Association for salaries, employee benefits, and working conditions relating to public servants;
- to maintain liaison with certain government agencies on collective bargaining and other employee relations matters;
- to assist ministries in resolving grievances and other employee relations problems;
- to undertake all personnel administration relating to government executives;
- to train personnel officers and managers in various aspects of the personnel process, such as selection and compensation;
- to provide a central career counselling service;
- to provide training courses of general interest to ministries (ministry-specific training is provided by ministries);
- to provide consulting services, such as team building and organization self-diagnosis;
- to provide French-language training services; and
- to provide other corporate services, such as publication of "Topical" and Volume 2 of the Manual of Administration, administration of the Ontario Government Employees Charity Trust, and coordination of charity campaigns, blood donor clinics, and the Quarter-Century Club and chaplaincy services.

The staff also provide administrative support to four public service appeal boards: the Public Service Labour Relations Tribunal, which deals with representation rights for unions, claims or unfair labour practice, determination of exclusions, and appointment of mediators and arbitrators under the Crown Employees Collective Bargaining Act; the Crown Employees Grievance Settlement Board, which hears grievances from bargaining unit employees and policy grievances from union or employer under the Crown Employees Collective Bargaining Act; the Public Service Grievance Board, which hears grievances of non-union employees on matters other than classification; and the Classification Rating Committee, which hears grievances of improper classification from non-union employees.

Links with Other Central Agencies

The Civil Service Commission works very closely with the Management Board staff, particularly in relation to executive organization, classified structure ceiling, and agency policy as it affects staffing.

The Commission also comments on staffing, compensation, and staff relations implications of issues brought before the Legislation Committee and the policy field Cabinet committees.

Ministry of Treasury and Economics

Purpose

The Ministry of Treasury and Economics oversees the finances of the Government. It develops and administers the provincial budget; manages, controls, and reports on the Consolidated Revenue Fund; manages the Province's finances, debt, cash, and investment operations; develops and implements economic policy for the Province aimed at maximizing growth and development of the Ontario economy; and develops policy for raising taxes and other revenues.

Structure

The Ministry is organized into three divisions: the Office of Economic Policy, the Office of the Budget and Intergovernmental Finance Policy, and the Office of the Treasury.

Functions

The Ministry's policy development functions are:

- to recommend fiscal strategy for the Province, including tax policy, broad cost recovery policy, recommendation of expenditure priorities, and determination of an appropriate level of cash requirements;
- to develop broad provincial economic policy, including recommendations on strategies designed to enhance Ontario's economic performance, analysis of current economic issues (such as energy, manpower, industrial development, and regional development), and analysis of the implications for the Ontario economy of national and international economic developments;
- to develop policy regarding taxes and other government revenues, including development of provincial tax policy, input into federal tax policy, interprovincial tax harmonization, and broad licensing and cost recovery policy for the Province and agencies supported by the Province;

- to develop broad policy with respect to intergovernmental fiscal relations;
- to develop policies relating to the Province's finances, debt management, and use of cash resources;
- to develop policies relating to the financing and financial structure of government agencies;
- to define policies regarding public reporting of the financial results of government operations;
- to define government-wide policies related to accounting and financial control of the Consolidated Revenue Fund;
- to coordinate pensions policy development.

The Ministry's operational functions are:

- to organize and coordinate the annual prepartion of the provincial budget, including its presentation to the Legislature and preparation of the budget statement, budget papers, and supporting documentation;
- to forecast provincial revenues and expenditures as background to the resource allocation process, prepare budgetary options, and monitor performance against planned or targeted levels;
- to monitor, analyze, and forecast major economic indicators, social developments, and trends in major sectors of the Ontario economy, and to prepare the economic forecasts included in the budget;
- to provide staff support to the Board of Industrial Leadership and Development;
- to manage the Consolidated Revenue fund, including control of daily cash flows, the investment of cash resources of the Government and related government agencies, and to maintain liaison with the financial community;
- to manage and maintain the Government's accounting records, and prepare and publish the financial reports of the Province;
- to manage the internal consolidated financial information and reporting system, which supports the work of the Treasurer and the Management Board Secretariat;
- to provide adminstrative support for management of the public debt of Ontario;
- to borrow in certain capital markets on behalf of Ontario Hydro;
- to prepare major documents on the economy and economic policy for conferences of Finance Ministers and First Ministers, commissions, and committees of inquiry, and to prepare responses to federal proposals and reports of other Ministers;
- to review policy proposals with respect to their potential fiscal and economic impact, for the policy field Cabinet committees and the Policy and Priorities Board;
- to coordinate the negotiation and administration of federal-provincial financial and economic development agreements;
- to coordinate the regional economic development budget, north and south, and administer it for the south;

- to monitor and analyze the impact of tax developments, in Canada and internationally, including extensive liaison with the federal government, provincial governments, and the private sector;

- to obtain the approval of the Policy and Priorities Board for all ministry resource allocations and forecasts of revenues, expenditures, and net cash requirements, preliminary to the production of detailed Estimates under the aegis of the Management Board Secretariat; and

- to operate a central statistical service.

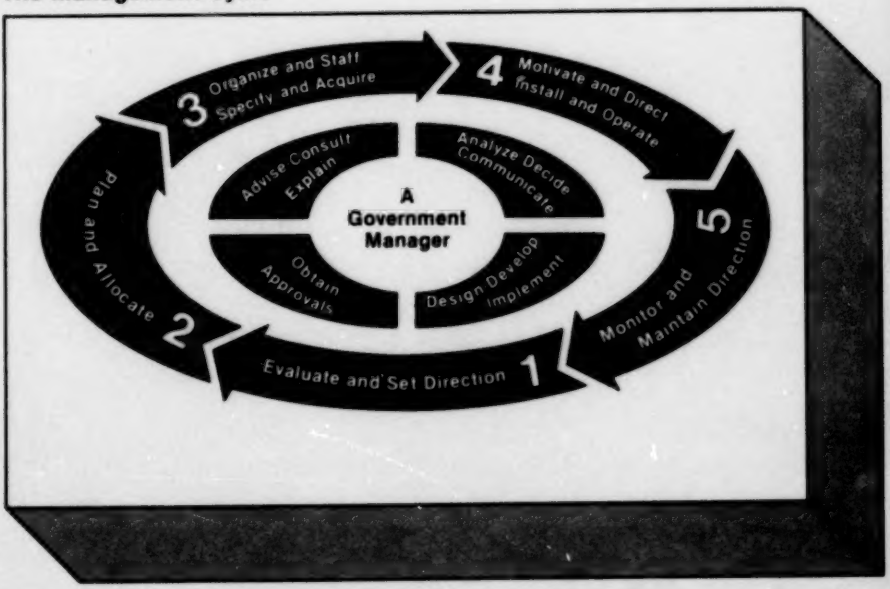
Links with Other Central Agencies

The Ministry of Treasury and Economics works closely with the Management Board Secretariat in the annual resource allocation process coordinated by the Policy and Priorities Board. The Ministry and the Secretariat together monitor government expenditures. In addition, Treasury and Economics develops corporate policies regarding financial controls and reporting in conjunction with the Management Board.

The Ministry supports the Ministry of Government Services in issuing all cheques drawn against the Treasurer's bank account, by maintaining control over this process. Government Services provides certain financial and accounting services on behalf of Treasury and Economics.

The Ministry provides comments on submissions from other ministries to the policy field Cabinet committees and to the Board of Industrial Leadership and Development.

The Management Cycle



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